U9640-1-4

THE EFFECTS OF GRAMM-RUDMAN-HOLLINGS ON FEDERAL REGULATORY AGENCIES

by Kenneth W. Chilton
Associate Director
Center for the Study of American Business

OP 54

April 17, 1986

CSAB WASHINGTON UNIVERSITY BOX 1208 ST. LOUIS, MISSOURI 63130

CENTER FOR THE STUDY
OF AMERICAN BUSINESS

THE EFFECTS OF GRAMM-RUDMAN-HOLLINGS ON FEDERAL REGULATORY AGENCIES

by Kenneth W. Chilton

The federal budget for the fiscal year 1987 may have been pronounced "dead on arrival" or even "dead before arrival" as some members of Congress put it, but it is still a valuable indicator of what is likely to happen at the 54 major federal regulatory agencies. From the details in the budget document we can answer the question, "What effect will Gramm-Rudman-Hollings have on federal regulatory activities in 1986 and 1987?" The simple answer is that absent a breakdown in the 1987 budget process that could trigger substantial across-the-board sequestrations, the regulatory agencies will come through the first major experience with Gramm-Rudman-Hollings (G-R-H) virtually unscathed.

To be sure, the regulators took their share of the 4.3 percent across-the-board cut for fiscal 1986. Nevertheless, the Reagan Administration is slating total regulatory spending to grow from $8.5 billion in 1985 to $9.3 billion in 1986 and $9.4 billion in 1987. Fiscal year 1986 budgets for the regulatory agencies will be 5 percent higher in real terms (after adjusting for inflation) than last fiscal year, even after subtracting the 4.3 percent G-R-H cuts. Only three regulatory agencies are scheduled for cuts in their 1987 budgets to help meet G-R-H targets and these were for trivial amounts -- by federal standards. The 3 percent reduction in real spending for 1987 appears to be the result of factors other than the Balanced Budget and Emergency Deficit Control Act of 1985 (see Table 1).

Kenneth Chilton is Associate Director at the Center for the Study of American Business, Washington University in St. Louis.

Table 1

FEDERAL REGULATORY BUDGETS AFTER GRAMM-RUDMAN-HOLLINGS
(Fiscal Years, Millions of Dollars)

Area of Regulation	1985	(Estimated) 1986	1987	% change 1985-1986	% change 1986-1987
SOCIAL REGULATION					
Consumer Safety and Health.....	$3,195	$3,251	$3,221	2%	-1%
Job Safety and Other Working Conditions....	860	820	879	-5%	7%
Environment and Energy.....	2,967	3,539	3,591	19%	1%
TOTAL - Social Regulation.....	$7,022	$7,610	$7,691	8%	1%
ECONOMIC REGULATION					
Finance and Banking.....	$685	$824	$821	20%	0%
Industry-Specific Regulation.....	289	276	287	-4%	4%
General Business.....	509	542	588	6%	8%
TOTAL - Economic Regulation.....	$1,483	$1,642	$1,696	11%	3%
GRAND TOTAL.....	$8,505	$9,252	$9,387	9%	1%
Total in 1972 $.....	$3,680	$3,865	$3,765		
% Change in Real Terms.....		5%	-3%		

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, fiscal year 1987.

Likewise, staffing plans have been formulated with no particular impact of Gramm-Rudman-Hollings reflected in the budget document's figures. The number of permanent full-time positions at the regulatory agencies is scheduled to grow from just under 112,000 in 1985 to nearly 114,600 in 1986 and then decline slightly to roughly 113,400 in 1987. The 1986 sequestrations did not alter staffing levels, and only one agency plans to cut 81 jobs to help reach 1987 balanced budget spending targets (see Table 2).

In short, although the Administration has been quite willing to cut staffing and expenditures at the regulatory agencies in the past -- most notably in fiscal years 1981 through 1983 -- it now does not seem to be inclined to look for savings from this quarter to reach budgetary targets. Unless the across-the-board sequestration process comes into play in fiscal year 1987, there will be little pain inflicted on the regulators as a result of budget-balancing efforts. In this area of federal activity, at least, G-R-H has resulted in more of a scalpel rather than meat ax approach to budget cutting.

The following tables and figures help to put the trends in regulatory spending and staffing in perspective. In addition to an analysis of the 1986 and 1987 budgets since the enactment of Gramm-Rudman-Hollings, this study examines the changes in expenditures and staffing that have taken place during the Reagan years (1981-1987). Though the regulatory bureaucracy has undergone some significant changes, after six years of Reagan budget proposals and congressional budgets its involvement in business decision-making has far from withered.

Escaping the Sting of the Balanced Budget Act

Spending Plans at the Regulatory Agencies

It is interesting to note just how large the planned spending increases for fiscal 1986 are. In current dollar terms, the $9.3 billion figure for 1986 is 9 percent greater than the $8.5 billion for 1985 (see Table 1). If the spending cuts

Table 2

FEDERAL REGULATORY STAFFING UNAFFECTED BY GRAMM-RUDMAN-HOLLINGS
(Fiscal Years, Permanent Full-time Positions)

Area of Regulation	1985	(Estimated) 1986	1987	% change 1985-1986	% change 1986-1987
SOCIAL REGULATION					
Consumer Safety and Health.....	54,395	55,065	53,755	1%	-2%
Job Safety and Other Working Conditions....	14,577	14,644	14,554	0%	-1%
Environment and Energy.....	18,075	18,858	18,599	4%	-1%
TOTAL - Social Regulation.....	87,047	88,567	86,908	2%	-2%
ECONOMIC REGULATION					
Finance and Banking.....	10,896	11,757	12,016	8%	2%
Industry-Specific Regulation.....	4,969	5,035	5,015	1%	0%
General Business.....	9,032	9,207	9,422	2%	2%
TOTAL - Economic Regulation.....	24,897	25,999	26,453	4%	2%
GRAND TOTAL.....	111,944	114,566	113,361	2%	-1%

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, fiscal year 1987.

for G-R-H had not been invoked, the increase would have been more than 13 percent -- a figure unprecedented during the low-inflation Reagan years.

Before attaching too much significance to this budget increase, however, it is only fair to point out that this figure is distorted by a major, one-time increase in requested funding for the Environmental Protection Agency's hazardous waste program. Due to delays in reauthorizing the Comprehensive Environmental Response, Compensation and Liability Act ("Superfund"), EPA has requested $329 million ($285 million more than in last year's budget) from general revenues to tide them over until Superfund revenues start again. (EPA has budgeted $900 million in fiscal 1986 and $1.282 billion in fiscal 1987 to be paid out of the Superfund trust fund.)

Without this "pump-priming," spending for the environment and energy category would rise 10 percent in nominal terms in 1986 and total regulatory obligations would increase 5 percent in nominal terms in 1986 (up 2 percent in real terms).

Funds for 1987 are scheduled to increase modestly. The $9.4 billion for 1987 is only 1 percent higher than in 1986 in nominal dollars; in real terms it is a 3 percent cut. The "flip side" of the defense offered for the jump in 1986 budgets comes into play here, however. A comparison of fiscal 1987 spending to fiscal 1986, absent the extraordinary item for Superfund, finds the environment and energy category would be up 10 percent rather than just 1 percent and the overall budget up 5 percent (a 1 percent real increase as opposed to a 3 percent real cut).

As mentioned at the beginning of this report, Gramm-Rudman-Hollings selective cuts for fiscal 1987 affect the regulatory activities of only three agencies. The Animal and Plant Health Inspection Service would take a 7 percent cut, $21 million overall. The Food Safety and Inspection Service would experience a .5 percent budget cut or a $2 million decrease. A reduction in facilities and

equipment at the Federal Aviation Administration would reduce regulatory overhead by less than $2 million (.5 percent).

Staffing Plans -- Holding the Fort

Staffing (permanent full-time positions) at the 54 major federal regulatory agencies were not affected by the 4.3 percent Gramm-Rudman-Hollings across-the-board cut for 1986. Total employment will rise a modest 2 percent, from 111,994 to 114,566 (see Table 2).

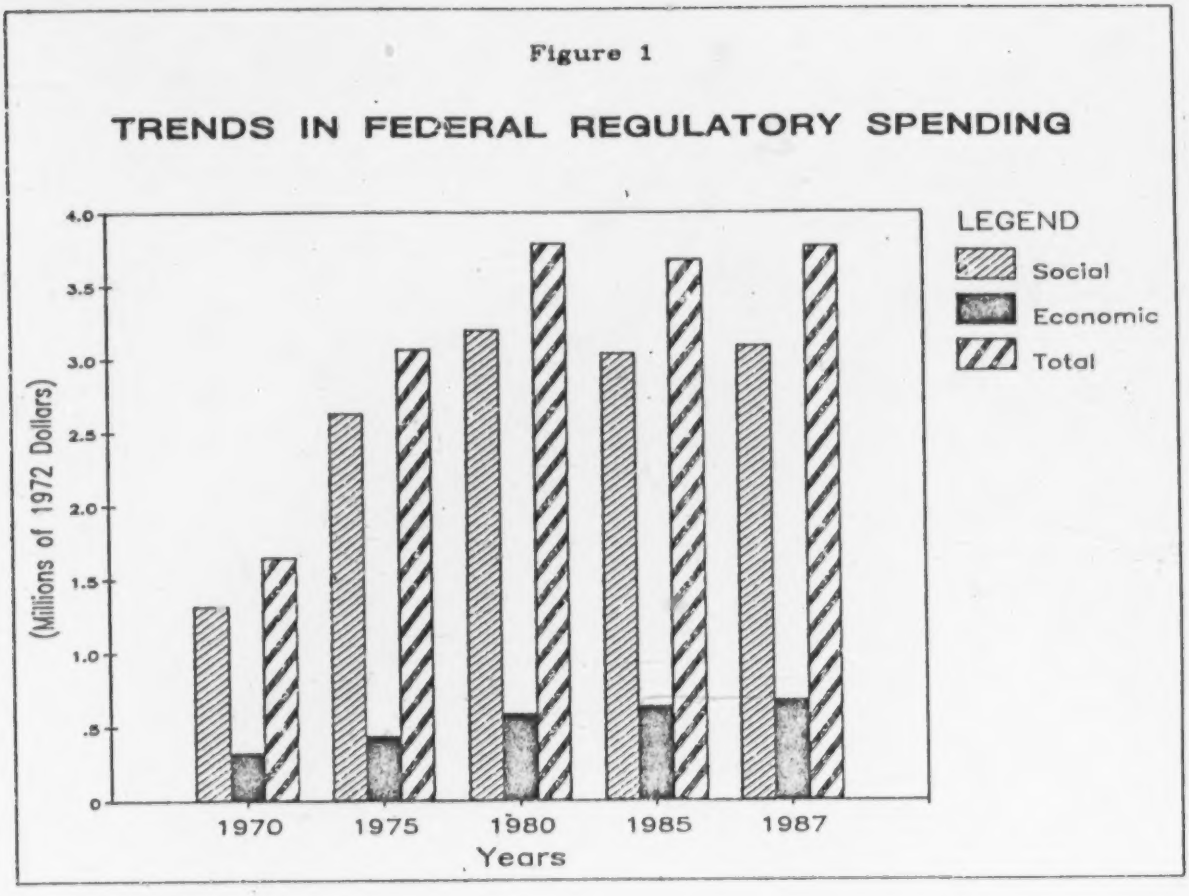
The largest increase in staffing for 1986, on a percentage basis, comes in the category of finance and banking -- up 8 percent. This category also shows the largest increase in numbers of people added -- 861. The difficult situations faced by many institutions in the financial markets is leading to stepped-up examination efforts by the Federal Home Loan Banks (examining savings and loan associations), the Federal Reserve Banks (nationally chartered banks) and the Farm Credit Administration (farm credit banks).

Budget plans for 1987 call for reversing much of the 1986 personnel increase. The regulatory bureaucracy is scheduled to shrink about 1 percent overall and be closer to its 1985 level than its 1986 figure. Staffing for social regulatory activities will decline 1,659 positions, while the number of economic regulators will grow by 454. Most of the jobs eliminated will come as a result of reduced inspection activities at agencies in the Department of Agriculture and reduced regulatory activities at the Customs Service.

Changes in Regulatory Budgets During the Reagan Years

Total real (adjusted for inflation) spending is projected to be nearly the same in 1987 as in 1980 -- $3.8 billion (in 1972 dollars). (See Figure 1.) In contrast, total regulatory employment in 1987 (113,361) is 14 percent less than the 1980 peak of 131,701.

Figure 1



Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Environmental Budgets Grow While Other Social Regulatory Budgets Are Cut

Consumer safety and health spending and staffing has been cut by about one-sixth from 1980 to 1987. In 1972 dollars, spending in this area declined from $1.5 billion to $1.3 billion. Staffing has declined 19 percent from 66,000 to under 54,000 (see Tables 3 and 4).

The largest spending cuts have come in Department of Transportation (DOT) programs -- the Federal Railroad Administration and the National Highway

Table 3

Changes in Real Regulatory Spending During the Reagan Years
(Fiscal 1980-1987, Millions of 1972 Dollars)

Area of Regulation	1980	(Estimated) 1987	Real % change 1980-1987
SOCIAL REGULATION			
Consumer Safety and Health	$1,549	$1,292	-17%
Job Safety and Other Working Conditions	422	353	-16%
Environment and Energy	1,234	1,440	17%
TOTAL - Social Regulation	$3,205	$3,085	-4%
ECONOMIC REGULATION			
Finance and Banking	$232	$329	42%
Industry-Specific Regulation	156	115	-26%
General Business	198	236	19%
TOTAL - Economic Regulation	$586	$680	16%
GRAND TOTAL	$3,791	$3,765	-1%

Table 4

CHANGES IN REGULATORY STAFFING DURING THE REAGAN YEARS
(Fiscal 1980-1987, Permanent Full-time Positions)

Area of Regulation	1980	(Estimated) 1987	Real % change 1980-1987
SOCIAL REGULATION			
Consumer Safety and Health	66,016	53,755	-19%
Job Safety and Other Working Conditions	18,201	14,554	-20%
Environment and Energy	19,621	18,599	-5%
TOTAL - Social Regulation	103,838	86,908	-16%
ECONOMIC REGULATION			
Finance and Banking	11,108	12,016	8%
Industry-Specific Regulation	7,365	5,015	-32%
General Business	9,390	9,422	0%
TOTAL - Economic Regulation	27,863	26,453	-5%
GRAND TOTAL	131,701	113,361	-14%

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, fiscal years 1981 and 1987.

Traffic Safety Administration. In real terms, DOT obligations have declined 24 percent, from $577 million to just under $440 million.[1]

Personnel cuts within the consumer safety and health area have come mainly from the Department of Agriculture inspection programs. The Federal Grain Inspection Service has gone from 2,242 regulators in 1980 to 839 in 1987, and the Food Safety and Inspection Service has cut 3,500 employees (from 13,213 to 9,701). Other major staffing reductions have come in the Department of Transportation (Coast Guard and FAA), with nearly 4,100 jobs cut in total, and the Department of Treasury (Bureau of Alcohol, Tobacco and Firearms and the Customs Service), nearly 5,600 positions (see Table 8 in the Appendix).

Job safety and other working conditions has been cut nearly identically to consumer safety and health; real spending has decreased 16 percent and staffing declined 20 percent. Spending has been cut virtually across the board. The largest staffing reductions have come in the Employment Standards Administration, from 3,108 positions in 1980 to 2,282 in 1987 (down 27 percent), and in the Occupational Safety and Health Administration, from 3,009 to 2,182 employees (also a 27 percent cut).

On the other hand, the environment and energy category has grown substantially in real spending (up 17 percent), but has experienced a modest 5 percent decline in staffing. Department of Interior agencies (the Fish and Wildlife Service and the Office of Surface Mining Reclamation and Enforcement) have increased their spending, but the major increases have taken place at the Environmental Protection Agency. Casting the EPA spending in terms of 1972 dollars, obligations have gone from $762 million in 1980 to $1.1 billion in 1987 -- a 43 percent increase.

---

1. See Table 7 in the Appendix for detailed nominal dollar expenditures. Obligations for 1980 and 1987 were converted to 1972 dollars by dividing these figures by the the GNP deflator indices for 1980 and 1987 divided by 100 (the index for the base year 1972). The divisor is 1.784 for 1980 and 2.493 for 1987.

Meanwhile, cuts in the regulatory activities at the Department of Energy have only partially offset this large rise. Oil deregulation has led DOE to reduce real regulatory spending from $86 million in 1980 to $13 million in 1987.

Personnel increases at EPA have been more modest during the period, from 11,004 to 12,162 employees. These additional personnel have been more than offset by DOE cuts from 2,262 to 305.

Trends in Budgets and Staff for Economic Regulation

One unexpected finding in this historical analysis of regulatory budgets is that spending for economic forms of regulation has been increasing during the Reagan years. This result appears inconsistent with the perceived deregulation of many industries -- airlines, railroads, trucks, buses, and financial institutions.

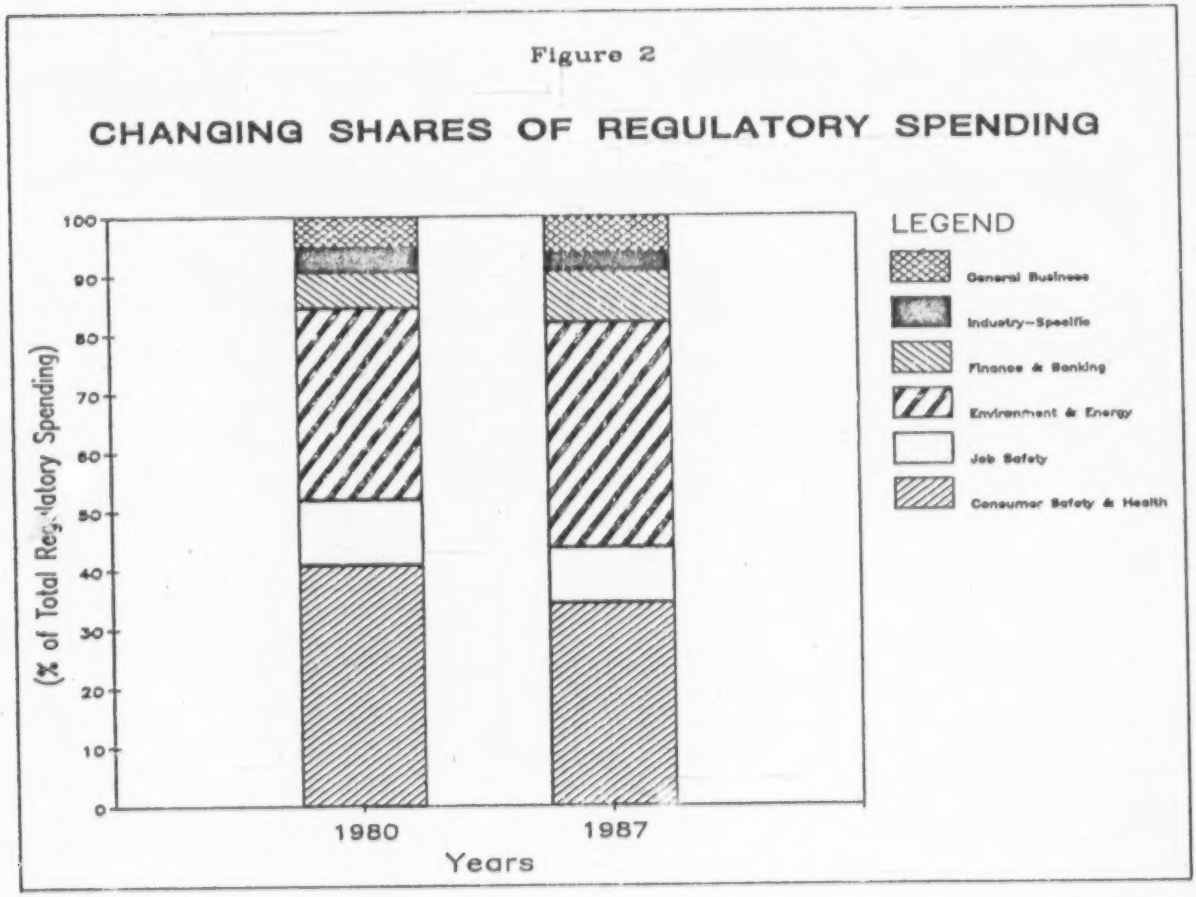
The primary culprit in this tale is the area of finance and banking. In part because of greater freedom in crossing boundaries in financial markets and due to extraordinary strains on financial institutions, spending has grown 42 percent and staffing 8 percent from 1980 to 1987. As mentioned earlier, spending and staffing for examination activities have been the biggest gainers in this regulatory "bull market."

Regulatory activities that are industry-specific have, indeed, been cut dramatically. Spending in this area has declined 26 percent and personnel levels have been reduced 32 percent from 1980 to 1987. These changes have so little effect on the overall trend in economic regulation because miniscule absolute amounts are involved. Eliminating the Civil Aeronautics Board greatly affected the airline industry and its passengers, but it eliminated only 753 jobs and expenditures of $16 million (in 1972 dollars). Likewise, Interstate Commerce Commission regulation of transportation has been reduced substantially, but it saved only $24 million in real spending and 1,162 employees.

General business regulation has increased in expenditures and held constant in personnel. International competition has led to much of the increase. The International Trade Administration has increased its spending from $8 million to $23 million (1972 dollars). Patent and Trademark Office budgets have grown from $59 million in 1980 to $98 million in 1987 in real terms and staffing has risen from 2,734 to 3,401. Eliminating the Cost Accounting Standards Board and the Council on Wage and Price Stability had little effect on budgets and employment.

Figure 2 graphically depicts the changing distribution of expenditures within the regulatory categories. The biggest changes have been the declining

Figure 2



Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, fiscal years 1981 and 1987.

budget share for consumer safety and health (from 41 percent of the total to 34 percent) and the increased share for environment and energy (33 percent in 1980 to 38 percent in 1987). Economic regulation is also increasing its share of the regulatory budget because of the growth in finance and banking activities.

Conclusions

Analyzing the 1987 budget submitted by the President provides valuable insights into developments at the 54 major federal regulatory bodies. Congress has shown little disposition to cut the budgets of these agencies beyond the President's recommendations in the past, hence the $9.4 billion spending total is likely to be close to the final figure. At that budget level, regulatory staffing will be maintained at the 113,000 to 114,000 plateau where it has been since 1983.

Regulatory activities have survived the first Gramm-Rudman-Hollings budget cuts -- the 4.3 percent across-the-board sequestration in 1986 -- with little or no visible consequences. Real spending and staffing grew from 1985 levels.

The President's budget proposal for 1987 did not target the regulatory agencies for domestic spending cuts. Congress is even less likely to intentionally reduce regulatory budgets. At least for the first two years, the greatest threat from the Gramm-Rudman-Hollings deficit reduction mechanism seems to be the automatic sequestration provision. If Congress and the President cannot agree on a 1987 budget, the across-the-board sequestrations are likely to be far less benign this time around. In that case, Gramm-Rudman-Hollings might switch from being a scalpel to a meat ax.

Over a period of seven budget years the Administration and Congress appear to have reached some type of equilibrium point on spending and staffing for federal regulatory activities. While nominal expenditures for administering federal regulations has increased from $6.8 billion in 1980 to $9.4 billion in 1987,

real spending (after adjusting for inflation) has stayed nearly constant -- a miniscule 1 percent decrease from 1980 to 1987.

However, this spending is being done by far fewer regulators, 113,361 in 1987 versus the high-water mark of 131,701 in 1980. But the 1983 budget was responsible for the last major slash in regulatory staffing levels.

In short, the Administration seems satisfied with the changes it has made in slowing the pace of regulation and reducing the size of the regulatory bureaucracy. Congress, likewise, seems content that it has strengthened key agencies to protect the environment while supporting the elimination of industry-specific controls that raise costs in the economy. It would take an outside "shock" such as a Gramm-Rudman-Hollings sequestration order to upset the regulatory status quo that the Administration and the Congress have reached after six budget go-arounds.

APPENDIX

Costs and Staffing for the 54 Major Federal Regulatory Agencies and Activities

Technical Note on Methodology

Due to the increasing tendency of federal agencies to fund their activities through program receipts in addition to appropriated funds, obligations rather than outlays are used in this report as the basis for budget data. In those agencies where regulatory and non-regulatory activities are both financed by the same appropriations (e.g., the Drug Enforcement Administration), estimates of personnel are approximations. In these cases the figures are derived by prorating the total staffing of the agency or activity by the ratio of regulatory to total obligations.

Table 5

ADMINISTRATIVE COSTS OF FEDERAL REGULATORY ACTIVITIES
(Fiscal Years, Millions of Dollars)

Area of Regulation	1970	1975	1980	% Change 1970-1980	1981	1982	1983	1984	1985	(Estimated) 1986	1987	% change 1980-1987
SOCIAL REGULATION												
Consumer Safety and Health.....	$867	$1,828	$2,763	219%	$2,904	$2,901	$2,935	$3,062	$3,195	$3,251	$3,221	17%
Job Safety and Other Working Conditions....	128	364	753	488%	807	774	807	836	860	820	879	17%
Environment and Energy.....	278	1,114	2,201	692%	2,172	2,275	2,261	2,670	2,967	3,539	3,591	63%
TOTAL - Social Regulation.....	$1,273	$3,306	$5,717	349%	$5,883	$5,950	$6,003	$6,568	$7,022	$7,610	$7,691	35%
ECONOMIC REGULATION												
Finance and Banking.....	$108	$188	$413	282%	$461	$500	$481	$718	$685	$824	$821	99%
Industry-Specific Regulation.....	91	160	279	207%	291	282	285	293	289	276	287	3%
General Business.....	115	206	354	208%	374	382	435	458	509	542	588	66%
TOTAL - Economic Regulation.....	$314	$554	$1,046	233%	$1,126	$1,164	$1,201	$1,469	$1,483	$1,642	$1,696	62%
GRAND TOTAL.....	$1,587	$3,860	$6,763	326%	$7,009	$7,114	$7,204	$8,037	$8,505	$9,252	$9,387	39%
% Change in Nominal Terms.....		143%	75%		4%	1%	1%	12%	6%	9%	1%	
Total in 1972 $.....	$1,646	$3,068	$3,791		$3,593	$3,438	$3,346	$3,593	$3,680	$3,865	$3,765	
% Change in Real Terms.....		86%	24%	130%	-5%	-4%	-3%	7%	2%	5%	-3%	-1%

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Table 6

STAFFING FOR FEDERAL REGULATORY ACTIVITIES
(Fiscal Years, Permanent Full-time Positions)

Area of Regulation	1970	1975	1980	% Change 1970-1980	1981	1982	1983	1984	1985	(Estimated) 1986	1987	% change 1980-1987
SOCIAL REGULATION												
Consumer Safety and Health	53,080	65,763	66,016	24%	63,327	59,565	56,350	55,521	54,395	55,065	53,755	-19%
Job Safety and Other Working Conditions	7,472	13,694	18,201	144%	18,023	16,151	15,849	15,570	14,577	14,644	14,554	-20%
Environment and Energy	4,929	15,618	19,621	298%	18,200	16,533	16,391	16,660	18,075	18,858	18,599	-5%
TOTAL - Social Regulation	65,481	95,075	103,838	59%	99,550	92,249	88,590	87,751	87,047	88,567	86,908	-16%
ECONOMIC REGULATION												
Finance and Banking	7,537	9,455	11,108	47%	10,855	10,753	10,730	11,024	10,896	11,757	12,016	8%
Industry-Specific Regulation	6,072	7,221	7,365	21%	6,946	6,403	5,921	5,715	4,969	5,035	5,015	-32%
General Business	7,070	8,638	9,390	33%	9,055	8,685	8,737	8,841	9,032	9,207	9,422	0%
TOTAL - Economic Regulation	20,679	25,314	27,863	35%	26,856	25,841	25,388	25,580	24,897	25,999	26,453	-5%
GRAND TOTAL	86,160	120,389	131,701	53%	126,406	118,090	113,978	113,331	111,944	114,566	113,361	-14%
% Change		40%	9%		-4%	-7%	-3%	-1%	-1%	2%	-1%	

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Table 7

COSTS OF FEDERAL REGULATORY AGENCIES
(Fiscal Years, Millions of Dollars)

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	(Estimated) 1987
SOCIAL REGULATION										
Consumer Safety and Health										
Consumer Product Safety Commission.....	-	$37	$43	$42	$32	$34	$35	$36	$35	$33
Department of Agriculture:										
Agricultural Marketing Service (a).....	$190	$99	$67	$73	$145	$141	$136	$157	$150	$146
Animal and Plant Health Inspection Service (b).....	101	379	259	301	322	301	353	342	324	260
Federal Grain Inspection Service.....	-	-	55	57	45	36	37	38	42	44
Food Safety and Inspection Service (c).....	-	-	381	407	351	362	376	405	386	405
Packers and Stockyards Admin. (d).....	3	5	8	9	9	8	9	8	9	9
Subtotal.....	$294	$483	$770	$847	$872	$848	$911	$950	$911	$864
Department of Health and Human Services:										
Food and Drug Administration.....	$80	$207	$334	$340	$351	$397	$399	$437	$422	$458
Department of Housing and Urban Development:										
Consumer Protection Programs (e).....	*	$2	$4	$6	$3	$5	$6	$7	$7	$8
Department of Justice:										
Drug Enforcement Administration (f).....	$2	$12	$13	$13	$15	$16	$15	$18	$30	$25
Department of Transportation:										
Coast Guard.....	$94	$284	$498	$512	$559	$503	$534	$558	$573	$520
Federal Aviation Administration.....	126	196	281	298	280	332	314	294	310	341
Federal Highway Administration.....	6	15	29	27	21	25	27	33	43	77
Federal Railroad Administration.....	21	52	85	75	54	45	48	44	50	38
National Highway Traffic Safety Administration.....	32	104	136	150	113	106	107	114	130	120
Subtotal.....	$279	$651	$1,029	$1,062	$1,027	$1,011	$1,030	$1,043	$1,106	$1,096

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	1987
Department of the Treasury:										
Bureau of Alcohol, Tobacco and Firearms (g)	$50	$95	$144	$151	$143	$149	$160	$173	$168	$180
Customs Service	157	331	409	425	440	455	485	509	551	536
Subtotal	$207	$426	$553	$576	$583	$604	$645	$682	$719	$716
National Transportation Safety Board	$5	$10	$17	$18	$18	$20	$21	$22	$21	$21
TOTAL--Consumer Safety and Health	$867	$1,828	$2,763	$2,904	$2,901	$2,935	$3,062	$3,195	$3,251	$3,221
Job Safety and Other Working Conditions										
Department of Labor:										
Employment Standards Administration (h)	$37	$49	$124	$126	$114	$122	$123	$127	$118	$130
Labor-Management Services Administration	12	29	55	57	52	54	59	57	55	62
Mine Safety and Health Administration (i)	27	67	144	151	145	149	151	150	145	156
Occupational Safety and Health Admin	-	97	191	209	197	205	212	220	209	226
Subtotal	$76	$242	$514	$543	$508	$530	$545	$554	$527	$574
Equal Employment Opportunity Commission	$13	$55	$124	$138	$141	$146	$153	$163	$158	$168
National Labor Relations Board	$39	$62	$108	$118	$118	$125	$132	$137	$129	$131
Occupational Safety and Health Review Commission	-	$5	$7	$8	$7	$6	$6	$6	$6	$6
TOTAL--Job Safety and Other Working Conditions	$128	$364	$753	$807	$774	$807	$836	$860	$820	$879
Environment and Energy										
Council on Environmental Quality	*	$4	$8	$5	$3	$2	$4	$1	$1	$1
Department of Defense:										
Army Corps of Engineers	$2	$16	$41	$42	$45	$47	$50	$50	$50	$50

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	1987
Department of Energy:										
Economic Regulatory Administration (j)	-	$127	$146	$39	$53	$37	$29	$24	$23	$22
Petroleum Regulation	-	-	-	71	17	14	13	12	9	10
Federal Inspector for the Alaska Natural Gas Pipeline (k)	-	-	$8	$20	$19	$5	$2	*	$1	*
Subtotal	-	$127	$154	$130	$89	$56	$44	$36	$33	$32
Department of Interior:										
Fish and Wildlife Service	$7	$25	$68	$79	$81	$76	$78	$90	$94	$91
Office of Surface Mining Reclamation and Enforcement	-	-	174	122	227	289	380	422	304	293
Subtotal	$7	$25	$242	$201	$308	$365	$458	$512	$398	$384
Environmental Protection Agency	$205	$794	$1,360	$1,345	$1,363	$1,324	$1,639	$1,923	$2,643	$2,718
Nuclear Regulatory Commission (l)	$64	$148	$396	$449	$467	$467	$475	$445	$414	$406
TOTAL--Environment and Energy	$278	$1,114	$2,201	$2,172	$2,275	$2,261	$2,670	$2,967	$3,539	$3,591
TOTAL SOCIAL REGULATION	$1,273	$3,306	$5,717	$5,883	$5,950	$6,003	$6,568	$7,022	$7,610	$7,691
ECONOMIC REGULATION										
Finance and Banking										
Department of the Treasury:										
Comptroller of the Currency	$32	$65	$113	$121	$129	$144	$167	$170	$190	$204
Farm Credit Administration	$4	$6	$12	$13	$15	$17	$20	$20	$29	$39
Federal Deposit Insurance Corporation	$39	$63	$113	$124	$131	$78	$274	$232	$303	$264

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	1987
Federal Home Loan System (m)										
Federal Home Loan Banks	-	-	-	-	-	-	-	-	$51	$51
Federal Home Loan Bank Board	21	33	52	62	65	67	69	66	33	40
Subtotal	$21	$33	$52	$62	$65	$67	$69	$66	$84	$91
Federal Reserve System (n)										
Federal Reserve Banks	n/a	n/a	$86	$100	$119	$132	$141	$152	$169	$169
Federal Reserve System Board of Governors	5	11	19	19	21	24	25	23	25	28
Subtotal	$5	$11	$105	$119	$140	$156	$166	$175	$194	$197
National Credit Union Administration	$7	$10	$18	$22	$20	$19	$22	$22	$24	$26
TOTAL--Finance and Banking	$108	$188	$413	$461	$500	$481	$718	$685	$824	$821
Industry-Specific Regulation										
Civil Aeronautics Board (o)	$11	$18	$29	$29	$26	$24	$21	$5	-	-
Commodity Futures Trading Commission (p)	2	3	17	19	21	24	27	28	28	30
Federal Communications Commission	25	47	76	81	80	83	89	96	92	97
Federal Energy Regulatory Commission (q)	18	33	68	74	76	79	38	98	96	99
Federal Maritime Commission	4	7	11	12	11	12	11	12	11	12
Interstate Commerce Commission	27	47	78	76	68	63	57	50	49	49
Renegotiation Board (r)	4	5	-	-	-	-	-	-	-	-
TOTAL--Industry-Specific Regulation	$91	$160	$279	$291	$282	$285	$293	$289	$276	$287

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	(Estimated) 1987
General Business										
Cost Accounting Standards Boards (s).....	-	$1	$1	-	-	-	-	-	-	-
Council on Wage and Price Stability (t).....	-	1	9	5	-	-	-	-	-	-
Department of Commerce:										
International Trade Administration (u).....	$6	$9	$15	$19	$24	$40	$34	$40	$49	$58
Patent and Trademark Office.....	49	78	105	116	125	152	175	200	220	244
Subtotal.....	$55	$87	$120	$135	$149	$192	$209	$240	$269	$302
Department of Justice:										
Antitrust Division.....	$10	$18	$49	$44	$42	$44	$44	$43	$43	$47
Federal Election Commission.....	-	*	9	10	9	10	11	13	12	13
Federal Trade Commission.....	$21	$39	$66	$70	$68	$67	$64	$66	$67	$69
International Trade Commission (v).....	$4	$9	$14	$17	$18	$19	$21	$25	$28	$30
Library of Congress:										
Copyright Office.....	$3	$6	$14	$14	$14	$15	$16	$17	$17	$18
Securities and Exchange Commission.....	$22	$45	$72	$79	$82	$88	$93	$105	$106	$109
TOTAL--General Business.....	$115	$206	$354	$374	$382	$435	$458	$509	$542	$588
TOTAL ECONOMIC REGULATION.....	$314	$554	$1,046	$1,126	$1,164	$1,201	$1,469	$1,483	$1,642	$1,696
GRAND TOTAL.....	$1,587	$3,860	$6,763	$7,009	$7,114	$7,204	$8,037	$8,505	$9,252	$9,387

Notes:

* = less than $500,000

- = agency not operational

n/a = not available

(a) through (v): see notes at the end of the Appendix

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Table 8

STAFFING BY FEDERAL REGULATORY AGENCIES
Fiscal Years, Permanent Full-time Positions

Agency	1970	1975	1980	1981	1982	1983	1984	1985	1986 (Estimated)	1987
SOCIAL REGULATION										
Consumer Safety and Health										
Consumer Product Safety Commission.....	-	884	871	812	631	577	558	502	516	500
Department of Agriculture:										
Agricultural Marketing Service (a).....	12,719	4,231	1,913	1,935	3,402	3,152	2,863	2,814	2,842	2,816
Animal and Plant Health Inspection Service (b).....	5,273	14,494	4,463	4,623	4,615	4,501	4,469	4,494	4,782	4,612
Federal Grain Inspection Service.....	-	-	2,242	1,805	1,089	875	866	739	839	839
Food Safety and Inspection Service (c).....	-	-	13,213	12,411	10,151	9,996	9,700	9,839	9,839	9,701
Packers and Stockyards Admin. (d).....	217	217	219	214	207	200	200	190	185	185
Subtotal.....	18,209	18,942	22,050	20,988	19,464	18,724	18,098	18,076	18,487	18,153
Department of Health and Human Services:										
Food and Drug Administration.....	4,414	6,441	7,419	7,756	7,377	7,188	7,168	7,104	6,807	6,807
Department of Justice:										
Drug Enforcement Administration (f).....	132	378	244	246	237	237	204	254	370	312
Department of Transportation:										
Coast Guard.....	7,064	12,323	11,513	11,274	10,518	9,642	9,696	9,206	8,954	8,784
Federal Aviation Administration.....	6,947	6,692	6,358	5,974	5,327	4,938	4,776	4,556	4,859	5,011
Federal Highway Administration.....	194	278	292	271	271	271	271	271	373	433
Federal Railroad Administration.....	286	495	666	594	557	471	460	460	458	464
National Highway Traffic Safety Administration.....	518	881	874	797	686	617	640	640	640	640
Subtotal.....	15,009	20,669	19,703	18,910	17,359	15,939	15,843	15,133	15,284	15,332

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	1987
Department of the Treasury:										
Bureau of Alcohol, Tobacco and Firearms (g)	3,574	4,140	3,916	3,687	3,687	3,046	3,038	3,059	3,059	3,016
Customs Service	11,467	13,999	11,425	10,569	10,451	10,304	10,257	9,910	10,185	9,311
Subtotal	15,041	18,139	15,341	14,256	14,138	13,350	13,295	12,969	13,244	12,327
National Transportation Safety Board	275	310	388	359	359	335	355	357	357	324
TOTAL--Consumer Safety and Health	53,080	65,763	66,016	63,327	59,565	56,350	55,521	54,395	55,065	53,755
Job Safety and Other Working Conditions										
Department of Labor:										
Employment Standards Administration (h)	2,150	1,833	3,116	3,108	2,513	2,516	2,390	2,316	2,288	2,282
Labor-Management Services Administration	880	1,357	1,333	1,313	1,045	1,118	1,120	1,055	1,040	1,030
Mine Safety and Health Administration (i)	1,380	2,940	3,857	3,808	3,763	3,408	3,271	2,829	2,901	2,835
Occupational Safety and Health Admin.	-	2,435	3,015	3,009	2,354	2,354	2,355	2,176	2,190	2,182
Subtotal	4,410	8,565	11,321	11,238	9,675	9,396	9,136	8,376	8,419	8,329
Equal Employment Opportunity Commission	780	2,384	3,558	3,412	3,137	3,127	3,125	3,107	3,135	3,135
National Labor Relations Board	2,282	2,573	3,157	3,213	3,213	3,213	3,213	3,000	3,000	3,000
Occupational Safety and Health Review Commission	-	172	165	160	126	113	96	94	90	90
TOTAL--Job Safety and Other Working Conditions	7,472	13,694	18,201	18,023	16,151	15,849	15,570	14,577	14,644	14,554
Environment and Energy										
Council on Environmental Quality	n/a	50	32	16	15	11	11	11	13	13
Department of Defense:										
Army Corps of Engineers	n/a	613	800	800	750	725	725	725	725	725

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	(Estimated) 1987
Department of Energy:										
Economic Regulatory Administration (j)	-	2,978	2,161	429	597	537	377	299	295	227
Petroleum Regulation	-	-	-	954	201	144	128	99	71	77
Federal Inspector for the Alaska Natural Gas Pipeline (k)	-	-	101	189	106	26	16	0	1	1
Subtotal	-	2,978	2,262	1,572	904	707	521	398	367	305
Department of Interior:										
Fish and Wildlife Service	385	827	1,362	1,485	1,341	1,548	1,081	1,162	1,306	1,233
Office of Surface Mining Reclamation and Enforcement	-	-	1,120	1,200	844	821	849	846	910	931
Subtotal	385	827	2,482	2,685	2,185	2,369	1,930	2,008	2,216	2,164
Environmental Protection Agency	3,856	9,144	11,004	10,098	9,364	9,376	10,141	11,615	12,307	12,162
Nuclear Regulatory Commission (l)	688	2,006	3,041	3,029	3,315	3,203	3,332	3,318	3,230	3,230
TOTAL--Environment and Energy	4,929	15,618	19,621	18,200	16,533	16,391	16,660	18,075	18,858	18,599
TOTAL SOCIAL REGULATION	65,481	95,075	103,838	99,550	92,249	88,590	87,751	87,047	88,567	86,908
ECONOMIC REGULATION										
Finance and Banking										
Department of the Treasury:										
Comptroller of the Currency	1,920	2,546	3,331	3,071	3,071	2,917	3,250	3,250	3,250	3,418
Farm Credit Administration	225	230	252	275	284	287	287	287	417	566
Federal Deposit Insurance Corporation	2,669	3,614	3,691	3,554	3,435	3,554	3,554	3,554	3,554	3,554

Agency	1970	1975	1980	1981	1982	1983	1984	1985	(Estimated) 1986	(Estimated) 1987
Federal Home Loan System (m).....										
Federal Home Loan Banks.....	.	.	.	.	.	.	.	.	1003	1003
Federal Home Loan Bank Board.....	1,329	1,353	1,459	1,447	1,398	1,360	1,327	1,133	558	562
Subtotal.....	1,329	1,353	1,459	1,447	1,398	1,360	1,327	1,133	1,561	1,565
Federal Reserve System (n)										
Federal Reserve Banks.....	761	1,019	1,589	1,733	1,796	1,862	1,885	1,912	2,137	2,137
Federal Reserve System Board of Governors..	177	283	298	324	328	343	337	353	391	317
Subtotal.....	938	1,302	1,887	2,057	2,124	2,205	2,222	2,265	2,528	2,454
National Credit Union Administration.....	456	410	488	451	441	407	384	407	447	459
TOTAL--Finance and Banking.....	7,537	9,455	11,108	10,855	10,753	10,730	11,024	10,896	11,757	12,016
Industry-Specific Regulation										
Civil Aeronautics Board (o).....	686	718	753	655	504	436	363	.	.	.
Commodity Futures Trading Commission (p).....	180	497	550	550	550	550	557	557	567	567
Federal Communications Commission.....	1,645	2,022	2,156	2,007	1,865	1,896	1,976	1,828	1,840	1,860
Federal Energy Regulatory Commission (q).....	1,164	1,323	1,605	1,592	1,516	1,548	1,564	1,533	1,592	1,592
Federal Maritime Commission.....	252	319	361	306	306	290	232	212	218	218
Interstate Commerce Commission.....	1,912	2,142	1,940	1,836	1,662	1,201	1,023	839	818	778
Renegotiation Board (r).....	233	200	.	.	.	.	.	.	.	.
TOTAL--Industry-Specific Regulation.....	6,072	7,221	7,365	6,946	6,403	5,921	5,715	4,969	5,035	5,015

Agency	1970	1975	1980	1981	1982	1983	1984	1985	1986 (Estimated)	1987 (Estimated)
General Business										
Cost Accounting Standards Board (s).....	-	-	42	28	-	-	-	-	-	-
Council on Wage and Price Stability (t).....	-	41	237	115	-	-	-	-	-	-
Department of Commerce:										
International Trade Administration (u).....	256	294	391	376	368	526	446	566	691	906
Patent and Trademark Office.....	2,795	3,014	2,734	2,834	3,036	3,140	3,286	3,438	3,408	3,401
Subtotal.....	3,051	3,308	3,125	3,210	3,404	3,666	3,732	4,004	4,099	4,307
Department of Justice:										
Antitrust Division.....	595	715	939	939	829	742	704	649	649	649
Federal Election Commission.....	-	62	251	235	219	214	225	235	235	235
Federal Trade Commission.....	1,391	1,569	1,665	1,587	1,322	1,122	1,160	1,075	1,101	1,087
International Trade Commission (v).....	265	408	438	438	413	399	438	462	482	482
Library of Congress:										
Copyright Office.....	332	385	593	573	573	573	561	561	561	576
Securities and Exchange Commission.....	1,436	2,150	2,100	1,930	1,925	2,021	2,021	2,046	2,080	2,086
TOTAL--General Business.....	7,070	8,638	9,390	9,055	8,685	8,737	8,841	9,032	9,207	9,422
TOTAL ECONOMIC REGULATION.....	20,679	25,314	27,863	26,856	25,841	25,388	25,580	24,897	25,999	26,453
GRAND TOTAL.....	86,160	120,389	131,701	126,406	118,090	113,978	113,331	111,944	114,566	113,361

Notes:

- = agency not operational n/a = not available

(a) through (v): see notes at the end of the Appendix

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.